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SOUTHERN REGIONAL PROGRAM DEVELOPMENT AND PROJECTION CONFERENCE REPORT

PEABODY HOTEL  
MEMPHIS, TENNESSEE  
AUGUST 15 - 16, 1955



Director Clay Lyle, Miss., Chairman  
Charles A. Sheffield, Secretary





## SOUTHERN REGIONAL PROGRAM DEVELOPMENT AND PROJECTION CONFERENCE REPORT

Peabody Hotel  
 Memphis, Tennessee  
 August 15 - 16, 1955

Attendance:ARKANSAS

Kenneth S. Bates, Asst. Director  
 J. E. Atkinson, Ext. Economist  
 Mrs. Hazel C. Jordan, St. H. Dem. Agent

FLORIDA

H. G. Clayton, Director

KENTUCKY

Frank J. Welch, Director  
 Ernest J. Mesius, Assoc. Director  
 C. A. Mahan, State Agent  
 Alda Henning, Act. State Leader  
 S. C. Bohanan, Agronomist

MISSISSIPPI

Clay Lyle, Director  
 M. S. Shaw, Assoc. Director  
 J. E. Stanley, District Agent  
 Dorris W. Rivers, Sociologist  
 Earle Gaddis, St. H. Dem. Agent

OKLAHOMA

Shawnee Brown, Director  
 Errol D. Hunter, Asst. Director  
 D. B. Jeffrey, Economist  
 Norma Brumbaugh, St. H. Dem. Agent

SOUTH CAROLINA

A. H. Ward, District Agent  
 L. B. Massey, District Agent  
 J. T. Lazar, District Agent  
 Juanita H. Neely, St. H. Dem. Agent

TEXAS

G. G. Gibson, Director  
 W. N. Williamson, Asst. Director  
 Maurine Hearn, State H. Dem. Leader

U.S.D.A. - Washington, D. C.

C. M. Ferguson, Administrator  
 L. M. Schruben, Asst. Administrator  
 Mena Hogan, Field Agent, Southern States  
 Chas. A. Sheffield, Field Agent, Southern States

ALABAMA

P. O. Davis, Director  
 James D. Samford, District Agent  
 Alice Peavy, Ext. Econ., H. Furnishings

GEORGIA

W. A. Sutton, Assoc. Director  
 L. W. Eberhardt, Jr., Asst. Director  
 Charles R. O'Kelley, St. Co. Agent Leader

LOUISIANA

H. C. Sanders, Director  
 J. G. Richard, Asst. Director  
 C. E. Kemmerly, Jr., Asst. State Agent  
 Ellen LeNoir, State H. Dem. Agent

NEVADA

Raymond C. Cox, St. 4-H Club Leader

NORTH CAROLINA

David S. Weaver, Director  
 R. W. Shoffner, Asst. Director

PUERTO RICO

B. Fiol Villalobos, Asst. Director  
 Jose Pinero, Spec. in Agri. Economics

TENNESSEE

J. H. McLeod, Director  
 R. W. Moore, Vice Director  
 E. C. McReynolds, Assoc. Director  
 E. H. Swingle, District Agent  
 M. E. Jones, Asst. District Agent  
 Webster Pendergrass, Agronomist

VIRGINIA

Geo. C. Herring, Asst. Director  
 Maude E. Wallace, Asst. Director  
 G. H. Clark, District Agent  
 G. R. Mathews, Agronomist

Director Clay Lyle of Mississippi, Chairman of Southern Directors, presided over all sessions of the two-day conference and as he always does, performed an effective job of running the sessions and of steering the job through to completion.

Advance letters to Southern Directors from Administrator Ferguson and from members of the Organization and Policy Committee Dean Lyle said had clearly stated the purpose of the conference and that phase can be dispensed with and begin with the topics on the agenda. The first day, he said, will be largely devoted to discussion topics on the agenda followed by setting up four work groups to give consideration to procedural phases of the necessary planning, program development, and program projection aspects. A brief report of the two-day conference follows:

Need for Program Projection. Leading the discussion was Director Brown of Oklahoma and R. W. Moore, Vice Director of Tennessee representing Southern Directors on the Organization and Policy Committee. Director Brown reported that O & P met with top representatives of our five major National farm organizations in Washington for four days during the month of June to get their views on what the Extension Service in all States should do to make Extension work more effective, expand its service, and to get their views of what farm families and organizations feel the Extension Service should try to accomplish in the next 5 years. The counsel and advice of these groups, he reported, were very valuable to us since we fail sometimes to get a complete viewpoint of the entire situation. Farm organization leaders he emphasized, have supported the Extension Service by going to Congress and to make it possible for the Extension Service to get more funds. They have done this now for two years without clearly defined justification as to needs.

These organizations he reported, were unanimous in insisting that they must have immediately Extension's needs clearly defined in a way that they can get



hold of it and go to Congress and say these are our needs, our program, our potential and projections to show year by year expanded services, personnel and increased funds needed for the next five years, developed and presented clearly in a dynamic way. Hundreds of farm families and organizations and groups in each county, he said, need to study our program at the grass roots and come up with the expressed needs of the people and get their help in developing a long-range program. Our friends in the five organizations, the O&P Committee, and the Federal Administrator all agreed that between now and December 1, 1955, all State Extension Services should institute and complete as thoroughly as possible, a dynamic program and program projection analysis in 10 percent of the counties in each State. The approach to doing the job, Mr. Brown thought, should be made on the basis of reducing cost of production, expanding markets, reducing marketing costs with production geared to meet market demands in each county. In conclusion, Mr. Brown urged all States to begin early in 1956 and to bring to completion the remaining 90 percent of the 3000 counties in the United States as soon as possible.

Director Moore in supplementing the discussion pointed to the great need of involving people and leaders and to get understanding of the need for, and the full backing of the people for a long-range program projection undertaking which has not been accomplished adequately up to now. We need the support and backing of our organization friends and it is clear that they want to help us. Our aim in our program projection work, he repeated, is to center our needs around lowering the cost of production which will have appeal. Our program projection work in the counties, he stressed, will be good or bad in proportion to the understanding and the involving of many people who will become our spokesmen from the grassroots. Hundreds of people in each county must understand the need for a program and program projection, value it and believe in it to the degree that they will become active spokesmen and will press for the necessary financial support for an expanded Extension Service personnel to give the necessary leadership and educational help needed to accomplish the program.

Organization and Policy Committee Objectives. Administrator Ferguson told the group that he as well as the O&P Committee believed the time has approached for the Extension Service in all States to take a look at agriculture as to where it is going and what Extension needs to do in the next 5 to 10 years to give it guidance and leadership. We need to study what is happening to our economy. We are told that by 1960 we will have a National population of 177 million people, we will have available about 66 million jobs, and that our National gross income will be approximately 413 billion dollars.

Other needs that we can point to now are: improved diets of families, better health facilities, an enlarged educational program, more recreation, raise the per capita income of farm people, better marketing facilities geared in with market demands, reducing the cost of production and many more needs certain to arise in this rapidly changing economy of ours.

All these things must be accomplished in the future with fewer farm families on our farms. In the future we will have more part-time farmers and more rural resident commuters to our cities. Changes in agriculture alone have come in recent years so rapidly that many of our farms are no longer an economic unit. Many thousands of them are too small to mechanize and many of these people are going into industrial plants to work.

Our Land Grant Colleges resident instruction and research has been taken to the people by the State Extension Services and that alone has been a tremendous factor in bringing about the rapid changes. Farming tomorrow will be a business. A few years ago it was \$7000 but is now stepped up to a \$70,000 business in the Northwest wheat area. Farmers of tomorrow will be young people and will also be different. They will be better managers, practical down-to-earth chemists, geneticists, plant pathologists, botanists and entomologists. We will have approximately 88,000 of these young farmers coming into farming yearly and we now have more than a million young farmers that have chosen farming as a vocation since World War II. We are told that 62 percent of the million young farmers



are in debt and that 37 percent of them are seriously considering quitting the farms.

In 1950, 20 percent of our farmers had 12 years of schooling, 7 percent had attended college, and 2 percent of our nation's farmers are college graduates.

The day of skeptics is gone. People have concern for lowering production and marketing costs. We have moved slowly into marketing and distribution of production -- too slow. In teaching in our Land Grant Colleges, the professor presumes to know what the student needs to know. In the future, the student of Extension must build his own curriculum.

In the past, we have regarded that planning and program development stopped with trends of resources at hand. Program projection is taking our planning forward another step -- from what we now have to what do we want and how do we get it. We need to know what the situation is and to make an assessment of the situation that now exists, putting together these facts. Our staffs need to have these facts and the families in the counties need to know them. When together we study and analyze them, we find out how well we are doing now, what potential will be arrived at when we assume that known scientific information is applied in the next few years. What the family needs is a reasonable income. Net profit at a lower cost and have a basis for conservation of land and water resources. If this is the potential, what does it take to get there and how long will it take? Will time multiplied by energy come up with the answer? Program projection is a continuous process.

In summary, the process and development we are envisioning here will involve many people and people will make decisions. Extension will be engaged in training staff and leaders and motivating them to act to answer the questions - What do we have? What do we want? How will we get it?

In doing the job you will probably use existing county and State advisory groups and existing organizations where adequate to do a good job.

Administration has its responsibility too in:

1. Evaluating the projection phase
2. Evaluating staff needs
3. Evaluating staff procurement
4. Evaluating staff training
5. Evaluating staff financing

The projection phase is new. The job of Extension is the development of people - it has enduring values.

Task Force Report. Associate Director E. C. McReynolds and L. M. Schruben, Assistant Federal Administrator, reviewed the work of the National Task Force on program projection and answered questions.

Mr. McReynolds said the national task force was set up because of a recognized need to do a more effective job. There were differences, he reported, among members of the task force as to what program projection means. Then too, he said, his committee had no idea of coming out with a finished formular of procedure but a suggested procedure that all States can adapt to their situations and opinions. What we have done is not new, but a new emphasis appears in spots especially in the program projection phase of the report. In our task ahead he emphasized that emphasis be placed on adjustments needed and on scientific needs. He urged States to get together people who will help and who are representative of all interests and involve many people in each county... emphasize the long-range potential aspects ... that is is a continuing process until the job is well done ... make a greater effort to inform the public by making known the facts and data ... keep the farm people in the lead at the job and motivate them to make decisions.

The job at hand, Mr. McReynolds emphasized, is broader than the objectives set forth in the Task Force report. The role of the Director and his staff was outlined and formation of necessary committees was suggested, including field staff and lay leadership.

"As I view the situation", he concluded, "we must get ourselves in each State into the position to meet the needs of farm organization, State legislatures, and



members of Congress and have them know that many thousands of farm people and organizations have actively participated, understand, and will demand action".

Mr. Schruben in supplementing the report of Mr. McReynolds observed that the urgency of moving to get this job completed by December 1st is certainly important.

Budget wise he reported the total funds for the Extension Service has increased rapidly in the past two years, from 88 million to 112 million dollars, an increase in excess of 25%. The increased efforts on the part of States in increased funds have been very encouraging. We are concerned with where we go from here? We are now running and are challenged to keep up with rapid changes taking place.

We do not anticipate sending out any Federal releases in connection with this effort. Any publicity given will be based on results in the States and released by them. We will provide direct to Directors some supplemental helps in translating program projection into staff and budget needs.

The real problem, he continued, will come when you consider - How do you get your local people to consider the problems, raise their sights, raise their potentials and have the vision to visualize the increased job potential to be accomplished yearly for the next 5 years.

In conclusion he said, County programs must be expressed in terms of efficiencies and in line with market demand and of lowering costs. We do not have at this time crystallized data for this use. It is important to keep in mind that local County groups must have the necessary ammunition from which they can make decisions.

National Organizations Viewpoints. Mr. Rhea Blake of the National Cotton Council discussed the viewpoints and interest of the National Farm Organizations in County Program Projection on a National basis.

It is a terrific job, he said, for the Extension Service to bring into sharp focus an expanded program for Extension education and be specific about what we



need. The research needs are not being met, but their specific needs are known. Extension education cannot be cataloged as definitely and in a concise way as research but we must answer the question - what are we going to do with the money.

We are up against a tough situation in agriculture with no immediate prospect for increased prices to farmers in any commodities and production costs are increasing. As prices remain stable or down and cost go up will further the cost-price squeeze. There is no apparent increase in commodity consumption immediately ahead. It all adds up to the fact that if net income is to be improved, there must be increased efficiency - lower cost of production, efficient marketing. If this is accomplished it will be done through expanding Research and Extension Education. All too many of our population do not appreciate the value of research. For example -- in 9 years (1946 - 1955) industry has spent 3 times as much for research as was spent by industry from 1946 back to the founding of this republic. The U. S. Steel Corporation has increased its appropriation for research 5 times in 5 years. Why? They discovered that research applied properly will make or break their industry. If research is good for American industry it is good for agriculture. In summary -

1. Develop our needs in the Counties, get the public to understand the true value and significance of research in industry and what it will do for agriculture.
2. To the last person the meaning of research is understood. Extension Education has not been brought into sharp focus and not too well understood. We should all tell the research story and follow with selling research through Extension Education. There is some fear that emphasis may be misdirected on low income families. Agriculture is under the gun in a squeeze and Extension and Research must be given priority.
3. The critical problem in Extension is how to spend the money. Our workers on the firing line must be properly serviced for current needs in their respective areas. Extension and research must be geared so closely that it will operate as one program and clearer channels of communication between the Experiment Stations and Extension must be set up.
4. Commodity work on our farms needs more individual assistance -- the need at the moment is to emphasize the business side of farming and to increase the professional personnel to do the job.

5. Some of the people feel that Extension work is to be all things to all the people -- some are concerned about Extension getting into consumer education, and public policy matters too deeply. If farm and commodity committees go all out for too many activities and money is spent for too many things you will cool off your support.

Directors Sanders observed that in the past Extension has been labeled as somewhat of a talking organization and was led to believe its primary function was to do mass education. This concept of Extension work with individual farmers is sound, but will require time to get our State and field staffs re-oriented in their thinking. The early concept of Extension work was that it was a domestic business. It is now a commercial business.

#### Comments.

Administrator Ferguson in his final remarks said, the four reports will be valuable to each State in setting up procedures, yet each State must deal with the matter in a flexible manner. We need to go further into the field of Program Projection than we have in the past in our program development.

#### Our Basic Needs Are:

1. To teach our agents how to involve people to the extent that they will evolve programs.
2. We must train our farm leadership so they can come out with program projection action.
3. We must motivate action by people to get a dynamic program.
4. This idea of program projection is not a one shot deal -- it is a continuous process to get people to think for themselves.
5. It is important to maintain at all times good communications with our organization and leadership.
6. Basic to administration is that what we are doing is making better use of our worker's time and of our techniques.

#### A Look Ahead:

Director Sanders summarized the conference with the following brief remarks: The Extension Service in States is heavily imbued with States-Rights Philosophy. It is hard to find common threads of thoughts. The group he felt did agree:



1. That Agriculture and the Nation needs the Extension Service.
2. That Cooperative Extension Work as now exists is not adequate to meet the needs, but we are off dead center and are moving ahead.
3. That we have confidence in the Federal Extension Service and the Organization and Policy Committee and that we can supply the ammunition they need.
4. That the formation of State, County and local committees for program development and projection is sound. Also the use of committees for projection and expansion of Extension personnel is sound.
5. That it is a good thing for Committees and Leaders themselves to contact members of Congress and State Legislators and express their wishes.
6. That we should take our Farm Organization friends and leaders into our confidence and work with and through them.
7. That we must not overlook our County governing bodies - they must have understanding.

## R E P O R T S

The group was divided into work groups to consider how to do the program projection job this fall.

### REPORT OF GROUP #I

#### Preparations at the State level for Assisting Counties

Dean Welch opened the discussion by outlining very briefly his concept of the over-all job to be done.

A short discussion followed, in an attempt to decide just what points the group would consider. Although not included in the outline it was decided to give consideration on how to select counties - which is Part D of this group report.

#### A. How Involve Farm Organizations and Others?

##### Recommendations:

1. By organizing a State Advisory Committee consisting of representatives of farm organizations and acquaint them with the Extension program and solicit their best thinking in developing policies and plans for Program Projection.

2. While the group does not make recommendation as to size and composition of the State Advisory Committee, it urges that all segments be represented including men, women and youth.
3. The group recognizes the many problems regarding recruitment, continuing participation, and tenure of members of this Advisory Committee and urges that very serious consideration be given to these and other matters of a similar nature.

B. How Involve the Extension Staff?

1. Appoint a State Extension Committee representing Administrators, Supervisors and Specialists and urge each State to consider representation of the Farm and Home Agents. The function of this committee is to give guidance to the over-all program and be responsible for the items a., b., c., and d., listed on pages 4 and 5 of the State-Federal Task Force Report.

C. What Materials Are Needed?

The following specific recommendations were made after a general discussion:

1. A clear, concise analysis of the basic conditions existing in the State including census material. Data on resources, people and trends are necessary to provide a basis for analysis and for making recommendations.
2. From the National level, information will be needed on National and International factors affecting decisions should be made available.
3. Provide the counties with material of this type, to be compiled at the State office.
4. The State office to make sure that County personnel know what research findings are available and what research projects are currently being carried out.
5. Instruct Specialists as to their function of Program Projection and have them prepare suitable materials for their respective fields for use in each of the counties.
6. Prepare and distribute an outline of procedure including the necessary forms for recording pertinent data.

We suggest that careful consideration be given to the preparation of these forms for use at the County level. It is also recommended that simple forms be provided by the Federal staff for reporting by the States so that comparable items will be included.

D. The Selection of Counties

Some factors to be considered in the selection of Counties are:



- (a) Interest within the County on the part of farm leaders and Extension personnel.
- (b) Competence of County Extension staff with a record of being able to accomplish the objectives of program projection.
- (c) Counties to be representative of principal types of farming areas in the State.

J. Frank Welch, Chairman  
D. S. Weaver, Secretary

### REPORT OF GROUP #II

#### Preparation at County Level

- A. Indoctrinate and thoroughly train county extension personnel.
- B. Assemble census data and other information on county.
- C. All information available on county should be carefully studied and county extension agents should be familiar with conditions existing in the county that contribute to the present situation.
- D. Careful plans for presenting facts to county committee must be made -- pictures, graphs, charts, etc.

#### How to Involve Many People

- A. Take a new look at existing county advisory committee to determine if it is representative of all groups interested in the development of a county agricultural program.
- B. Include additional people as may be needed to make county committee balanced and representative, including carefully selected leadership from commodity groups and organization groups selected by the group they represent (4-H, Home Demonstration, Farm Bureau, Civic, etc.) The committee should also be geographically representative.
- C. Organize county committee on basis of sub-committee participation.
- D. Involve all community organizations in preliminary steps of program development.

#### How to Make the Analysis

- A. Use of census information.
- B. Use of other local information.



How to Determine Potentials

- A. Results of research.
- B. Experience of good farmers.

How to Determine Needs

- A. Full participation on part of well informed leaders in expressing their felt needs.
- B. Needs of people should be expressed in terms of additional extension personnel required to approach the potential.

J. G. Richard, Secretary

REPORT OF GROUP #III

Communications:

Between county and state

Between state and federal

Between people and the public

The committee interprets this assignment to be the vehicles of transmission of ideas between each of these groups.

The following suggestions are offered:

State staff to meet with agents to acquaint with total program projection.

Staff to hold conferences with agents of selected counties that they may have a clear understanding of the work to be done - before contacting all agents.

Agents of selected counties might be called together on a district basis.

Total program projection might be presented at a State Conference of all agents.

Ask for volunteers for 10% of counties.

There must be careful selection and approach to the counties.

25-150 leaders in each county or parish are needed for community communication.

Community meetings might be held for discussing total program. Representatives of each community come to a county meeting with their recommendations, discuss, make county decisions and accept assignments.

Follow up with community meetings to inform all people of county decisions and assignments to be carried out.

"Main Street" - businessmen, clergy, editors, civic organizations, and others should be brought into county group as advisors and for them to get acquainted with the total program so that they in turn can influence the general public.

All selected counties should make direct contact with their Congressmen before the end of the calendar year.

Each selected county should make a simple written report to the State Director who in turn should make a report to the Federal Administrator.

Farm organizations, commodity groups, special interest groups, and others should select their representative for the county group. These organizations and groups should report directly to their local group, State organization and national organization.

The State staff should guide and teach agents the skills of group work as they communicate with the people.

State staff and agents should acquaint people with new activities and approaches basic to decision-making in program projection.

There is a particular need to improve the transmission of research needs from program projection committees to research personnel. The Extension Service should assume a larger responsibility in this connection.

Adapt insofar as possible county-wide data to fit the needs of community groups or the sub-divisions of the county so that it makes sense to the people involved.

Communication is a vital continuing process

in program formulation

in program development

in acquainting the public

in reporting progress

All media is necessary in the discharge of this responsibility such as:

newspapers

radio and television

with committee members participating

printing and distribution of county program

progress reports

H. C. Sanders, Chairman  
Miss Maurine Hearn, Secretary

REPORT OF GROUP #IV

Activating the Program at the County Level

We, your committee on activating the program at the county level, concluded that our recommendations should start at the county level after a county council or planning committee, as proposed by Committee No. 2, has developed and approved a county program of work as conceived at this meeting. Once the needs are stated then the next question is: "What resources are needed to accomplish the things that must be done". The next step is to determine how these resources can be obtained as contrasted with the prevalent idea of scaling the program to the existing resources. Therefore, we recommend:

1. That the program of the county council or planning committee be appraised in relation to resources available for activating it, including extension personnel now and in the foreseeable future.
2. That extension personnel catalog all human resources available and take proper steps to obtain their full cooperation, including training needed for the program itself and the best procedure in activating it.
3. That we determine in advance what can be done by each individual and group, giving special attention to organizations of farm people, including men, women, and youth organizations.
4. That we allow time for the concepts to be assimilated and appreciated by the extension staff and by the people.
5. That we provide for continued direction of the program by extension workers in close cooperation with cooperating groups and individuals.
6. That we make full use of civic clubs and press and radio in informing the public; and also community clubs to maintain the basic features of the program at all times.
7. That we perfect a reporting system for recording and measuring results; and make continuous use of the same in relation to progress with needed changes for improvement.
8. That we keep the work focused upon the farm, the home, and the farm family as a unit, and in accordance with national and international needs of farm products so far as feasible.
9. That we maintain active participation by the county committee by meetings as needed; and by related duties as they arise.



10. That we make continuous use of the State extension staff for guidance as assurance of efficiency and effectiveness, immediately and in the future.
11. That we keep the enthusiastic support of the people with a desire and intent to keep working at it.
12. That the theme of the county staff should be: "It's up to you".

Miss Maude Wallace, Chairman  
P. O. Davis, Secretary

JUN 17 1952

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